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Government  
Publications

# INTERMUNICIPAL MEETING

PROCEEDINGS of the Discussion  
of the Regional Plan report  
CHANCE AND CHALLENGE  
May 2, 1964



## THE LOWER MAINLAND REGIONAL PLANNING BOARD

The Lower Mainland Regional Planning Board consists of representatives of the municipalities and unorganized areas of the Lower Fraser Valley with jurisdiction from Vancouver to Hope. It is authorized and governed by the Municipal Act, by which it is charged with the duty of preparing plans for the physical development of the Region. It is financed by its member municipalities and the Government of British Columbia through the Department of Municipal Affairs.

### MEMBER MUNICIPALITIES

Cities	Chilliwack	Port Coquitlam
	Langley	Port Moody
	New Westminster	Vancouver
	North Vancouver	White Rock
Districts	Burnaby	Matsqui
	Chilliwack	Mission
	Coquitlam	North Vancouver
	Delta	Pitt Meadows
	Fraser Mills	Richmond
	Kent	Sumas
	Langley	Surrey
	Maple Ridge	West Vancouver
Towns	Mission	
Villages	Abbotsford	Harrison Hot Springs
	Hope	

### 1964 EXECUTIVE

J. A. Murphy  
Chairman

T. J. Campbell  
Vice-Chairman

R. E. Hicks	P. E. Paulson
P. M. McDonald	T. G. Pearce
R. A. McMath	R. Petrie
D. W. Poppy	

### STAFF

V. J. Parker  
Acting Executive Director

E. T. Rashleigh      N. Pearson  
R. O. Thomassen



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J. W. WILSON, EXECUTIVE DIRECTOR

## LOWER MAINLAND REGIONAL PLANNING BOARD

426 COLUMBIA STREET

NEW WESTMINSTER, B.C.

TELEPHONE LAkeview 1-4828

May 7th, 1964.

To the Member Municipal Councils,  
The Lower Mainland Regional Planning Board.

Ladies and Gentlemen:

It is with pleasure that I send you this report describing the proceedings of the Intermunicipal Meeting called by the Board to discuss the report Chance and Challenge, and held in the Astor Hotel in Burnaby, May 2nd, 1964.

In the past, one of our greatest problems has been that of communication. The intermunicipal meeting was held to bring the Lower Mainland Municipal Councils together to seek solutions to our common problems through face-to-face discussion, rather than through correspondence. Those who were in attendance will, I think, agree with me that the Board emerged stronger for having held this meeting, and that we must have future meetings along the same lines.

The temper of the meeting showed that the Board's work is being taken seriously, and that it is essential we agree on the direction of future growth in our Region.

Yours sincerely,

J. A. Murphy,  
Chairman.

## REPRESENTATIVES IN ATTENDANCE

### Municipal Council Members:

Abbotsford: E.E. McDougall, I.L. Saxbee,  
K.J. Thompson

Burnaby: E. Cafferkey, J. Dailly,  
A.H. Emmott, Reeve, C.W. MacSorley

Chilliwack City: R.C. Furnell,  
M.G. Osborne

Coquitlam: L.J. Christmas, Reeve

Delta: H.G. Hunt, E.J. Vidulich

Fraser Mills: C. Charlton, A.D. Botham

Hope: H.R. Corbett, M. Kester

Langley City: J.H. Conder, Mayor

Langley Township: W.C. Blair, N. Booth,  
E.S. Flowerdew, D.W. Poppy, Reeve,  
A.H. Woolley

Maple Ridge: H.J. Blackstock,  
R.W. Franklin, P. Jenewein, Reeve,  
P.M. McDonald

Matsqui: H.L. Bowles, J. Janzen,  
J.A. Murphy, Reeve, W. Scott

Mission District: M.T. Catherwood,  
F.R. Hall, Reeve, M.C. Rose

Mission City Town: J.S. Douglas,  
Mrs. E.A. Ogle, Mayor

New Westminster: A.J. Allison,  
K.W.T. Wright

North Vancouver District: M.M. Frazer,  
Reeve

Pitt Meadows: G.W. Grant, C. Lasser,  
G. Park, R.R. Struthers,  
H.H. Sutton, Reeve

Port Coquitlam: S.R.H. Evans, R. Hope,  
Mayor, Miss J. Kilmer, E.W. Mabbett,  
G. Wingrove

Richmond: W.H. Anderson, Reeve,  
R.A. McMath, S.V. Thomas

Sumas: W. Combs, A.I. Hougen, Reeve

Surrey: J.W. Ardiel, R.J. Harvey,  
Reeve, T.G. Pearce, J.T. Smith

Vancouver: H.S. Bird, E.J. Broome

West Vancouver: F.W. Ellis, A. Forst,  
Reeve, D.A.S. Lanskaill, J. Menzies,  
P.E. Paulson

White Rock: G.A. Holt

Guest: Hon. D. Campbell, Minister of Municipal Affairs

### Municipal Staff Members and Observers:

Fraser Mills: C. Charlton

Langley City: F.B. Dick

Langley Township: D.J. Doubleday,  
K.R. Major

Maple Ridge: J. Hadgkiss

Mission District: E.E. Chace,  
W. R. Jack

New Westminster: G.F. Fountain

### Press:

Haney Gazette: E. Dunning  
Port Moody Advance: Mrs. A. Wise

CJJC, Langley: R. McClelland  
CKNW, New Westminster: Mark Rain

### Lower Mainland Regional Planning Board Staff:

J.W. Wilson, Retiring Executive Director  
V.J. Parker, Acting Executive Director  
E.T. Rashleigh  
N. Pearson  
R.O. Thomassen

### QUESTIONS FOR DISCUSSION

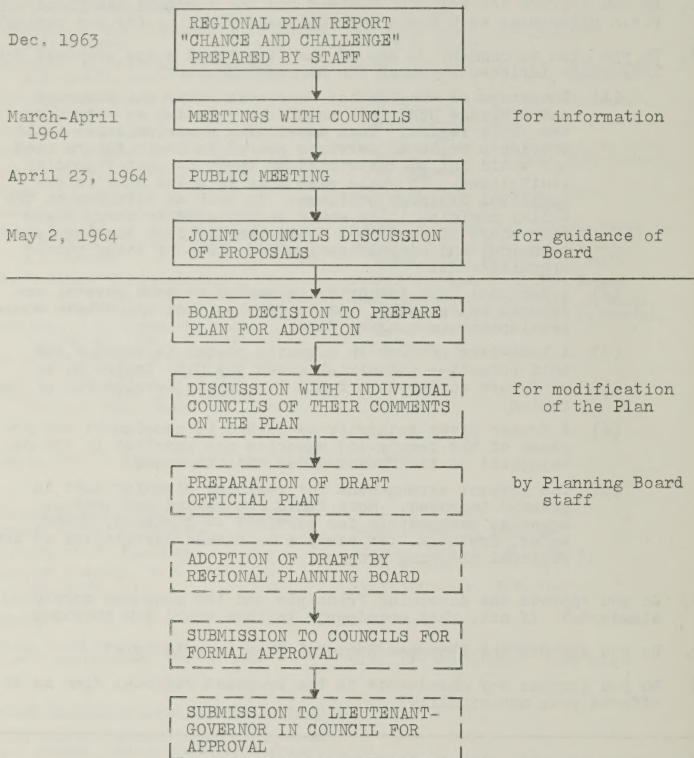
1. Do you approve the Regional Concept and the farmland and flood plain principles as a basis for continued planning for the region?
  2. Do you wish to comment on any of the five broad steps proposed for long-range implementation of the Regional Concept?
    - (1) The scope of the Greater Vancouver Water and Sewerage and Drainage Districts should be extended so they serve the whole region. Then developing municipalities could provide a scale of services geared to their future need and would not be restricted by their present financial limitations. It would also help to solve many inter-municipal drainage problems. In such an arrangement the Valley municipalities would be expected to carry their fair share of costs but would benefit from the legal, technical and administrative resources of these two organizations.
    - (2) A Regional Park Authority is needed to save several unsecured major parks, and to develop them and others whose development is hanging fire.
    - (3) A long-term program is urgently needed to acquire and hold potential industrial sites and City Centre sites of future cities as a basis for future development of the region.
    - (4) A Fraser River Authority is needed to coordinate the programs of the twenty-odd agencies now involved in the development of the Fraser River and its banks.
    - (5) The present arrangement for regional planning must be greatly improved. More funds are needed and various agencies responsible for services — highways, power, water, drainage, for example — should participate in the regional planning program.
  3. Do you approve the Servicing Principle and the proposed servicing standards? If not, what amendments to them would you propose?
  4. Do you approve the Proposed Regional Plan in principle?
  5. Do you propose any amendments to the Proposed Regional Plan as it affects your municipality?
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The groups may also wish to discuss:

- . The effect of the Regional Plan on municipal development policy.
- . The next steps involved in preparing a Regional Plan.



NECESSARY STEPS IN THE PREPARATION OF A REGIONAL PLAN



## 1. PROCEEDINGS

### Welcome and Address by Chairman J. A. Murphy

Mr. J. A. Murphy, Chairman of the Lower Mainland Regional Planning Board, welcomed the members of Lower Mainland Municipal Councils, interested observers, and members of the Press to the first Intermunicipal Meeting on Regional Planning. The Chairman introduced the retiring Executive Director, Mr. J. W. Wilson, and the Acting Executive Director, Mr. V. J. Parker. The Chairman then addressed the meeting (complete transcript page 7) outlining the purpose and objective of the Board in calling the intermunicipal meeting:

Most Councils and Council members accept the basic rightness of the proposals of the Regional Plan: there are some things we simply must do together for the future growth of the whole Fraser Valley.

At the same time there has also been expressed an understandable concern about what the Regional Plan, if adopted, will do to the individual municipalities — what restraints it will place on them.

We must do two things: FIRST, we must agree that the idea of a Regional Plan is sound; that is, that the task of working out a common development policy is necessary and worthwhile. This we must agree on soon — I hope we can achieve much today. SECOND, we must continue the difficult task of deciding what the Plan shall contain. This has been under way for some time, but will take several more months of hard work.

Our job today is quite clear. The Board wishes to know whether you approve the Plan in principle — that is, whether you think the Plan is worth working on further.

In order to get an answer to this question, we must also discuss today:

- . the question of what influence an approved Regional Plan will have over Municipal Plans and decisions.
- . the five questions you were asked when Chance and Challenge was first published.
- . the next steps that will have to be taken in preparing the Plan before it can be adopted by the Board and forwarded for Council consideration and approval.

\* \* \*

### Address by the Minister of Municipal Affairs, the Hon. Mr. D. Campbell

A complete transcript of the Minister's address is set forth on page 12. His closing remarks set the stage for the deliberations

that were to follow:

"And I might say, Mr. Chairman, that I am pleased to be here today. I want to offer the support of my Department for this concept of regional planning, and I want to leave it quite clear that as far as our Department is concerned, we think that this is a necessary concept. I am not suggesting that it is without difficulty, that machinery for establishing this concept will be easy to put together, but I think I can say that the time of decision is now. It is in your hands, and the concept of disorderly development is just something that we can't live with anymore.

In this Province of British Columbia, it is supposed to be known that we are on a very steep climb towards expansion such as we have never had before, and with that expansion comes the responsibility at all levels of government to see that it is carried out with some degree of order. So if my Department, Mr. Chairman, has any prestige, I want to offer it to the concept of regional planning within this area, because I think this is a might important piece of business that we are dealing with today."

\* \* \*

#### Discussion Groups 10:30 - 12:00 noon

The assembly then divided into three groups — Group 1, chaired by Mr. R. A. McMath; Group 2, chaired by Mr. T. G. Pearce; Group 3, chaired by Mr. P. M. McDonald — for discussion of the five basic questions and any other arising from the Board's report Chance and Challenge.

\* \* \*

#### General Meeting 1:45 - 3:00 p.m.

The members reassembled after a luncheon for presentation of group discussion summaries and for open discussion.

It was moved, seconded and carried that the second half of the afternoon program be deleted and dealt with at a subsequent meeting.

The summaries of group discussions were then presented. (These are set forth on page 16.) Discussion followed.

Councillor Booth: It is my feeling that the Plan diagram in the report Chance and Challenge is too small in scale to be useful to Councils in judging the implications of the Plan. Furthermore, the Regional Plan is essentially a zoning map in that areas are designated for industry, and so forth. Commenting on the Sample Official Plan, I feel that a good start has already been made on the legal Plan document, and that there would be no problem in obtaining the necessary two-thirds majority to adopt a Regional Plan. However, the need for flexibility is apparent in the amendment procedure, and I suggest that a simple majority vote should



be considered for approval of amendments to the Plan.

Chairman Murphy: I must emphasize that the Regional Plan document being circulated to the assembly is a Sample Plan only, to indicate what the content and general nature of the final legal document might be. Further discussion on any aspect of the Regional Plan is welcomed.

Councillor Flowerdew: This meeting has been a valuable meeting for discussion and additional meetings should be held in the near future. Material should be mailed out in advance for the next meeting.

Chairman Murphy: The customary procedure is to send all information in advance, but in this instance, the summaries of Public Meeting and Council Comments could not be prepared before today.

Councillor Flowerdew: The Minister's remarks today were the most progressive and encouraging words that have ever been received on this very important subject.

Councillor Landskail: Some idea of the timing of work program leading up to adoption of the final plan is essential.

Chairman Murphy: Target dates have not been established as yet, but the next three steps in the program should be completed fairly soon. The finalizing will depend much on the actual progress of each Council in dealing with the plan for its particular area.

Councillor Landskail: It would be advisable to establish target dates to proceed as quickly as possible with the Regional Plan program.

Reeve Jenewein: Target dates should be set out as guidelines, and be available for the next general meeting of Councils. I am pleased to move: that the procedure as outlined in "Necessary Steps in the Preparation of a Regional Plan", as attached to the Agenda for the May 2nd Intermunicipal Meeting, be now followed, and that the Board be advised to proceed with the preparation of a final Regional Plan.

Councillor Smith: I suggest that target dates be established for the program to meet with individual Councils to amend the Plan, and that this be done as soon as possible.

The Motion was seconded from the floor.

Councillor Ardiel: Speaking to the Motion, is it the thought that the Planning Board in an advisory capacity is going out of existence unless we approve this?

Chairman Murphy: No. The Board does not necessarily have to go out of existence unless we decide to vote it out of existence. If we cannot agree on the precise plan that was prepared by the planners, then perhaps we could agree to amend it to the stage

where we can all agree, and thereby continue to perform a useful function for the community.

Councillor Smith: I am in agreement with the motion, but I am concerned with amendments to the Plan as it now stands. Surrey Council has already submitted that it is in agreement with the principles of the Plan but that we do want amendments to the Plan before approval is given.

Chairman Murphy: The intent of the motion as I understand it is to get something in a more concrete form to which we can set a date to work towards. We have to have something to amend before we can accept all the amendments. The motion simply is telling us to get on with the job.

The Motion was carried, with no dissent.

Councillor MacSorley: As a point of clarification on the procedure of the Joint Sewerage and Drainage Board of Greater Vancouver, the Commissioner was delegated his present authority by the Councils as a result of lack of interest at the Municipal level.

Alderman Douglas: The question of communications is essential. The Board, as an organization representing all municipal councils must meet often with Councils and Groups of Councils. This meeting today shows how valuable such face-to-face contact is if Regional Planning is to be effective in this Region. Councils must be aware of what the Board is doing, the intent, and the reasons for the Board's work.

Councillor Pearce: A question raised in our group discussion was whether or not the Plan could be brought into being without adjusting municipal boundaries.

Chairman Murphy: I don't think municipal reorganization is the intention of the Plan.

Councillor McMath: Implementation of a Regional Plan would do more to preserve local autonomy than if there were no Plan at all. Many questions we might raise are really only side issues when we recall that what is required for this Valley is an overall plan of action, a guideline for each of the separate components. We would do well to remember, when the objection is raised about how mandatory the regional plan might be, that first, all authority is still held by the municipalities acting in concert; there would be no imposition on or withdrawal of authority from municipalities. Second, there are many mandatory things involved in what we do now: it is mandatory under present legislation that farmland pay an unfair share of local taxes; it is mandatory that many of our skiers go out of the Region for skiing facilities; it is mandatory that park users use parks outside of the Region, such as Birch Bay; it was mandatory that we give up beachland for a sewer treatment plant; and so forth. Can doing something together in concert, something that is desirable and necessary, be considered an infringement on freedom? The sooner

we realize that there is no such thing as absolute freedom, the sooner we can agree that we may have to yield some local freedom to gain and preserve a greater freedom for all our citizens.

Councillor Smith: On the question of boundaries, let us not make municipal boundaries barriers to thought and discussion.

At this point, a Motion was made from the floor endorsing the work of the Board and approving the broad principle regional planning for the Lower Mainland of B. C. Several amendments were made to the motion, at which point Chairman Murphy suggested that the motion as amended duplicated the earlier motion. The motion was withdrawn.

Councillor Flowerdew: Congratulations are in order to the Regional Planning Board for calling this meeting today, and we have all benefited greatly because of it.

Chairman Murphy: It is clear that the next work of the Board will be amending the Plan to make it acceptable to all municipalities. Summaries of the group discussions will be mailed out in the next week.

Our work is clear, and our job is now to discuss the Plan with Councils and the man-in-the-street to get as many of the questions aired and answered in order to be fully informed on this very important piece of intermunicipal business. Thank you all for being in attendance today. I see that copies of the Minister's address are now available at the back of the hall.

\* \* \*

Adjournment: The intermunicipal meeting adjourned at 3:00 p.m.

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Executive Meeting: A short meeting of the Executive of the Lower Mainland Regional Planning Board was held after the Intermunicipal Meeting. It was agreed that a General Board meeting be held soon, perhaps on May 21st, 1964 or early in June.



## 2. CHAIRMAN'S OPENING ADDRESS

This meeting has been called today to consider the report Chance and Challenge. I hope first to outline what we hope to get done today, strongly emphasizing the importance of what we do. The destiny of the Valley — the Lower Mainland — may well hinge on the decisions made today and in the very near future.

In my letter to your Councils arranging this meeting I said its purpose is to get your views on both the Regional Plan and the future of the Regional Planning Board. Most of our discussion will be about the Regional Plan, but I think it is pretty clear to all of us, that, as the main purpose of the Board was to prepare a Plan, if the Plan is not accepted, then there is not much reason for the Board to continue. This does not mean the Plan in exactly its present form must be accepted or the Board should fold up. But it does mean that we, as responsible elected officials, should be negotiating a plan that is both acceptable and workable.

I think it was Chamberlain who said: "Let us have peace in our time". There was no peace. The leaders could not agree. There was nothing but devastation. I am asking let us have planning in our time for surely if we cannot resolve what stands between us on planning then this Valley will certainly see the results of devastation — the devastation of a lack of planning and the destruction that will have to be done to correct this.

I'd like to prepare for our discussions by summarizing what has been done so far in the consideration of the Plan, what we hope this meeting will achieve, and where we can go afterward.

Chance and Challenge came out early in January. A copy was sent to each member of the Councils in the Region, with a letter asking the views of the Councils on the Plan and their answers to the five questions relating to the Plan. A short while after the Plan was prepared the staff of the Lower Mainland Regional Planning Board arranged meetings with groups of Councils throughout the Valley. The purpose of the meetings was to explain how the Plan would apply to the individual Municipalities and to attempt to answer the questions that they might pose at that time. In the group of papers you were given this morning, you'll find some "General Observations on Municipal Council's Reactions to the Regional Plan" prepared by the staff as a result of these meetings. I'd like to pick out several points from it.

First, there is a general recognition of the need to do something about intermunicipal coordination and regional planning in general. There is also a general acceptance of the ideas and principles behind the Regional Plan. At the same time there is grave concern about the loss of municipal autonomy, and I think this is perhaps one of the most pointed things that we have noticed in this whole assessment. There is considerable uncertainty as to just how



the Regional Plan would be applied and how it would affect municipal activities. There is still a little reluctance in several municipalities to accept the idea of restriction of the individual's freedom by the community. I pick these particular points out because they should be given particular attention today.

To add to this, I'd like to summarize the replies of the sixteen Councils who have so far sent in answers to the five questions asked of them.

Two municipalities are outright opposed to the Plan.

A third municipality does not approve because it feels it will not benefit from the Plan, and a fourth municipality will not comment because it does not feel it is too much affected by the Plan.

Twelve of the sixteen municipalities answered 'yes' to the question "Do you approve the Regional Plan in principle?", with three of these having some reservations about particular aspects of the Plan.

Four municipalities, all of whom approved the Plan in principle, have indicated they will propose amendments to the Plan as far as their own municipality is concerned.

Not all municipalities have answered questions about the preservation of farmland and flood plain lands, the proposed servicing standard and the like, but apart from the two municipalities who are opposed to the whole Plan, seven municipalities approve the Regional Concept and the farmland and flood plain principles: one of these adds a modification to their approval, a second approves but does not think the flood plain -- farmland principle should be mandatory.

Only four municipalities have so far commented on the five broad steps proposed for long range implementation of the Regional Concept. I think we could profitably discuss these further today.

Six municipalities have approved the servicing principle and the general standard of services listed in the Plan; one municipality does not think all the services proposed are feasible at present -- they mention in particular bus services -- but I think it noteworthy that no one has as yet opposed the principle of requiring of paved roads, sewers and piped water where urban lot subdivision takes place.

As I have said, many replies to the five questions have still to come in, but I think those received so far, add to the picture of the reaction to the Regional Plan report.

The other meeting held to discuss Chance and Challenge was held in Richmond, and was held to hear briefs and comments on the Plan from private individuals and organizations. Copies of the report on this meeting, called "The People and the Plan", are available for you today. The fourteen organizations submitting written briefs represented a wide variety of interests and viewpoints; at least half

represent business interests. Eleven of the fourteen approved Chance and Challenge generally; two others approved aspects of the report which touched on their particular interest and one organization rejected the Plan. It would not be fair to quote any of the comments from the many made, but I think I can generalize that the submissions made reflect a reasonable and intelligent understanding of the issues raised by Chance and Challenge and, with the one exception, a general approval of the steps the Regional Plan suggests we should take.

The last thing I should mention is the excellent coverage Chance and Challenge received in the newspapers, both daily and weekly -- one weekly paper even printed a coloured summary of the Plan. Television and radio newscasts also gave the Plan good coverage. And editorials by all these media has again, generally been good, and supported the Plan.

On the strength of the public meeting and of editorial comment, I think we can say there is a healthy public support of the general objectives of the Regional Plan.

I have reviewed in considerable detail what has been done and said about the Regional Plan to back up my general conclusion of where we stand now. Most Councils and Council Members accept the basic proposals of the Plan. They see there are some things we simply must do together for the future growth of the whole Fraser Valley. This is particularly important because we face a new period of vigorous urban expansion. New developments, like the opening of the Port Mann Bridge and the new freeway means this growth will hit more municipalities than ever before. Those who took the brunt of the last wave of rapid growth know now from hard experience how to safeguard their communities. But is it necessary to have their experience repeated again and again and again in other places? Its something like the man who bashed his head against the wall because it feels so good when he stops.

At the same time there has been expressed an understandable concern about what the Regional Plan, if adopted, will do to the individual municipalities, what restraints it will place on them. To respect these concerns we will have to undertake the labourious job of working the Plan out in full detail, of making modifications, above all of discussing and resolving the points of comment and criticism raised. Those municipalities who have withdrawn behind the grass curtain of the Fraser Valley or the straw curtain of the Metropolitan areas do a great disservice to the Lower Mainland in general and to their individual citizens in particular, for they have effectively cut themselves off from any discussions or any decisions that may be made by this group of members assembled here today -- a group I hope will assemble again and again until we have dissolved the problems that are before us.

Thus, we must do two things. First, we must agree that the idea of a Regional Plan is sound, that the task of working out a common development policy is necessary and worthwhile. This we must agree on soon -- I hope we can achieve much today. Second, we must

continue the difficult task of deciding what the Plan shall contain. This has been under way for some time, but will take several more months of hard work. But, I am sure that if the world leaders of today can establish direct communication with one another on their problems, surely we can establish a hot-line of communication between our own municipalities in the confined area in which we must live.

Our job today is quite clear. The Board wishes to know whether you approve the Plan in principle -- whether you think the Plan is worth working on further in the next few months, discussing it with individual municipalities, modifying and elaborating it so that it can be shaped into something to be presented for formal adoption.

In order to get an answer to this question, we must also discuss further today the concerns that have been expressed about the Plan:

There is the very important question of what influence an approved Regional Plan will have over Municipal plans and decisions. On this point I might mention that our staff has prepared a Sample Regional Plan to show the possible form and general content of the kind of Regional Plan document you would be eventually asked to adopt. Copies are available of this plan, what you might say would eventually be a legal document, but I must emphasize that this is only a sample; it is just a point from which we can start to work. It is not, and I hope no one receives it as being, what the Board would propose as the form the legal document would have to take. I must emphasize this document is only a sample and is open to be torn apart by those assembled.

You may also wish to discuss further today the five questions you were asked when Chance and Challenge was first published.

And you may want clarification on what the next steps in preparation of the Plan will be before it can be forwarded for Council consideration and adoption.

To make a start on these questions, we will break into several smaller groups for discussion. Each will be chaired by a member of the Board Executive, and there will be a staff member in attendance to attempt to answer some of the technical questions, but he will also record the tenor of these discussions.

We meet for lunch at 12:15 and at 1:45 reconvene as a single meeting to summarize the points that come out of our morning sessions, and then carry on the discussion. At the afternoon coffee break the Board will meet briefly to decide whether they have a sufficiently clear direction from the discussions to decide what they will do with the Regional Plan. They will report to the meeting after the coffee break.

I think most of us want to see some strong clear decisions come out of this meeting today -- whether it be to wind up the Board

or to give it a clear mandate to go on to the next step in the formulation of an effective worthwhile Regional Plan. And I trust we will all use our skill and display a degree of statesmanship seldom seen in the municipal administrations of this Province in attempting to work out a Plan and work together to an end that will be acceptable to us all.

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3. ADDRESS BY THE HONOURABLE DAN CAMPBELL,

MINISTER OF MUNICIPAL AFFAIRS

(transcription)

I think we are gathered here today because most of us are concerned that we give some form and substance to the proposals which have been illustrated in the Regional Planning Board's production of Chance and Challenge.

Already a variety of viewpoints are apparent throughout the community and I think members of the Board have already commented that perhaps the entire concept of regional planning is at the crossroads, and that the time for critical decisions is in fact upon us.

We might describe this year as the year of the "BIG THINK". In this regard to me anyway it is always interesting that somewhat controversial solutions to planning problems usually elicit two reactions. The first one is a rather broad statement: "I agree in principle . . . but". The second one is that "somebody should take leadership".

I think the problem of taking effective action on the first reaction should be quite obvious. In connection with the latter comment, the call for leadership, often directed at the Provincial Government or, for that matter, any level of government beyond that which has the problem immediately in hand, really implies not leadership, but the direction or imposition of a solution.

Being new to this Department it seems to me that it might be wise for me to indicate my philosophy in regard to this question of leadership today. If we have reached the situation where the responsible and representative elected officials of local communities cannot develop systems of cooperation without imposed legislation then we have really said that democracy is not functioning any more. Secondly, I believe that while the give and take of setting up co-operative machinery in a democracy is often difficult and at times frustrating, it leads to solutions with which all the people can live.

I know of no other country where people have such a highly individualistic character as our people in British Columbia, and I think we should be proud of that fact. Therefore, I would suggest that a regional plan must first of all be accepted by the local communities where one would expect its impact had been clearly laid before the people concerned and a time of decision had been reached.

Today, surely, no one can doubt that planning in a region such as this is necessary. However, I think sometimes we think that we are breaking new ground, perhaps embellishing the concept of a



regional plan with such high-sounding generalities that it frightens the average person. Perhaps in professional zeal we forget that planning is an old concept. Plato in 400 B. C. said, and I think we can all agree, "the highest and most beautiful form of thought is that which is concerned with the ordering of the city — this being practical wisdom and justice". I think many of the problems created by the activity of professional planners can be the result of lack of emphasis on "wisdom" and "justice" in presentation of "the plan". Perhaps if we had to describe what planning is today we would have said that the objective of community planning should be to interpret the public wishes towards the creation of a sound physical plan — and I think I might emphasize — to interpret the public wishes towards the creation of a sound physical plan, realizing that there must be restraints imposed by some of the already existing physical and social conditions. I would like to accept the idea that a group of representative Councils within the Lower Mainland area do have the objectivity to not only draw up the concept of land use in terms of the creation of a diagrammatic regional plan but that they can also address themselves to the real problem involved in this year of the "BIG THINK" which is: "how can they set up their own administrative machinery to lay out an over-riding administrative machinery whose responsibility it would be to take the over-view of the developments in the Lower Mainland Region and to suggest functional solutions for the problems that we are obviously going to face in the years ahead? To paraphrase Pericles — "In a word I claim that this region can be an education to all urban areas in Canada, that her members yield to nothing but the over-all good, and that man by man for independence of spirit and many-sidedness of attainment they have laid out the pattern of development which the municipalities of this region can all follow."

I would not like to think that political boundaries can be made to separate us from what we all realize is the necessary goal: — The planned use of land within an intensively developing region, where land is not only subject to the physical limitations of topography, but is in extremely short supply.

I do not feel any of us would like to think that our grandchildren will think of us that we were poor husbandmen of the land of this great province, and particularly the land within this great and developing area of the Lower Mainland. And so several questions might be asked here today and perhaps, using the yardstick of another rather famous organization, if you can answer "no" to three or more of these questions then I would say that the concept of a regional plan is, in fact, in trouble.

- (1) Can the planning program of your own municipality be geared into an over-riding regional planning authority?
- (2) Can the administrative procedures for the gearing in of municipal planners and regional planners be set down in legislation with which we can all live?
- (3) Can the problem of zoning municipalities' land for low assessment uses be engineered in such a way within the Lower Fraser Valley as to provide for compensatory

revenues from lands zoned for a higher density and higher assessment use in other municipalities?

- (4) Can the various agencies at the provincial and federal levels be geared into municipal and regional planning teams without destroying the concept of local autonomy?
- (5) Can a Board covering the jurisdictions of over twenty municipalities become an effective and recognized entity?

It seems to me that the member Councils assembled here today might consider that we do need a new approach to regional planning which conceivably could involve approaching the problem on a function by function basis. For example, my colleague, the Recreation Minister, has already indicated the possibility of a Regional Parks Authority, and it would seem to me that a Regional Board whose interest lies in proposals for land use could serve a useful function in suggesting not only the land which might be so set aside for parks but could also provide the technical material upon which a Regional Park Authority might operate. Many other functional problems connected with the region can also quickly be brought to mind: - future highway requirements, future hospital requirements, future mental health facilities, future utility requirements, and the like.

A sound basis for the direction the Regional Board might take in the years ahead, might be that it would be so constituted, as in fact to operate as a pool of advisory planning and planners on call to member municipalities, as it is now. This is with the thought that its fee for service operations for member municipalities might have the benefit of being geared back to the over-all regional plan which might be more properly considered in a more flexible and less legalistic manner than perhaps is the intention now.

Secondly, that the Board could operate as a regional co-ordinating centre on a technical level with the variety of municipal planning teams which now operate within the Lower Mainland Region on a more clearly defined basis.

Thirdly, and this of course has to do with policies — thirdly, and it may be one of the real weaknesses as of now of the regional planning concept — thirdly, that the composition of the Regional Planning Pool might be expanded to include technical representation from the Departments of Highways, Recreation & Conservation, Lands and Water Resources, Municipal Affairs, the Metropolitan Health Board, the Greater Vancouver Water District, the Greater Vancouver Sewerage and Drainage District and the B. C. Hydro.

That functions to give this recognized technical pool could conceivably come from such government departments as the Department of Recreation and Conservation, or the Department of Highways, who might wish to have a particular study initiated. As some of you know the Capital Region Planning Board is in fact undertaking a projection of highway requirements in the entire Capital Region under

the initiative of the Department of Highways at some \$50,000 in cost, and this, of course, is being tied back to other services and other functions and other studies, now going on, by the Capital Region Planning Board. Studies of particular functions might also be initiated by the political arm of the Board which would be made up of the member municipalities, as it is now, together with the now single representative from the province, as the Board in its wisdom sees a problem in providing for a long-range solution to sensible expansion of services or the orderly filling up of areas. This technical pool would be available to individual municipalities who might wish to gear their independent planning activities to the over-view which should be the particular responsibility of the regional technical pool.

And I might say, Mr. Chairman, that I am pleased to be here today. I want to offer the support of my Department for this concept of regional planning, and I want to leave it quite clear that as far as our Department is concerned, we think that this is a necessary concept. I am not suggesting that it is without difficulty, that machinery for establishing this concept will be easy to put together, but I think I can say that the time of decision is now. It is in your hands and the concept of disorderly development is just something that we can't live with anymore.

In this Province of British Columbia, it is supposed to be known we are on a very steep climb towards expansion such as we have never had before, and with that expansion comes the responsibility at all levels of government to see that it is carried out with some degree of order. So if my Department, Mr. Chairman, has any prestige, I want to offer it to the concept of regional planning within this area, because I think this is a mighty important piece of business that we are dealing with today.

#### 4. REPORTS OF THE THREE DISCUSSION GROUPS

The reports from the three discussion groups have been re-printed here in full to present as complete a picture as is possible of the feelings of each group.

##### Report of Group 1: Chairman Mr. R. A. McMath

1. Do you approve the Regional Concept and the Farmland and the Flood Plain Principles as a basis for continued planning for the Region?

There was general agreement with this concept and with the farmland and flood plain principle. However, after some discussion it was agreed that there should be a more equitable system of taxation for farmland so that these areas would not be paying for others' services and so there is some incentive for farmers to stay on the land. On the other hand if nothing were done — that is, if you were to take the attitude that no planning were to be done at all until an improved tax structure were implemented — then sprawl would continue over the farmland until it would be too late to institute an equitable tax structure; it would be too late to even talk about such improvements. It was agreed that this matter should be pursued further and more intensely than it has been, but that a regional land use policy must be the basis for any revision of farmland taxation.

There was unanimous agreement that the flood plain principle was desirable and extremely sensible.

2. Comments on the Five Broad Steps proposed for long-range implementation of the Regional Concept.

All five of these steps were acceptable as a general principle — as a starting point. It was agreed there would be many detailed problems that would have to be worked out. Everyone expressed concern with the mechanics of working out these things, that is, for example, the machinery for operating and financing a regional park system. This of course raised the question of local autonomy and it raised the question of the flexibility of the Plan itself.

There were no objections in principle to the idea of acquiring industrial and city centre sites, although the feasibility of it was questioned and it was at the same time pointed out that some municipalities had already done this — had acquired the sites with the purpose of setting up the core area of the community. But it was recognized that working out the particular aspects of this kind of thing in a particular area would have to be pursued further.

The need for a Fraser River Authority was agreed upon in principle, although it was recognized there would be particular problems in particular areas.

### 3. The Servicing Principle was fully accepted.

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At this point, the discussion shifted to the planning process. The chart showing the next steps in the preparation of the Regional Plan was reviewed, and from this, it was recognized that further details would be worked out in the steps leading up to a final plan. The group did not get into a discussion of the Sample Official Plan outlining the procedure for amending the Plan.

The question of local autonomy was considered further. This raised the question of whether the Regional Planning Board's function should have binding powers or whether it should remain merely a research outfit advising the various municipalities. This, of course, is the crux of the matter. Some people mentioned they wouldn't like to see a set-up like the Water Board or the Sewer Board, with a fear of empire building expressed. There was some feeling against a mandatory Regional Plan, but on the other hand, it had to be recognized that the Regional Planning Board is not set up as the Water Board, that it is not a Board set up separate and apart from the municipalities — it is of and is the municipalities themselves. It was recognized that the municipalities have the Board completely under their control to adjust the organization and structure of the Board and to do anything they want to with it — by a two-thirds majority as set forth in Municipal Act. And the feeling was that it should remain that way — that it should be part and parcel of and under the control of the municipalities. But it was pointed out by some, even though this is so, the Board cannot institute and operate a Regional Plan on a sound basis without at some stage or at various stage having legislation. The group did not go into the type of legislation — this was not really resolved. Some considered the Board as something separate to impose legislation on the municipalities, but it was not set up on that basis, as was realized. It would have to set up legislation as the need was recognized and agreed to.

The discussion did not get into the process of adopting and amending the Plan. Some people mentioned that the discussion was worthwhile and that we should have more discussion groups of this type.



Report of Group 2: Chairman Mr. T. C. Pearce1. Do you approve the Regional Concept and the Farmland and the Flood Plain Principles as a basis for continued planning for the Region?

Generally there was approval in principle of the Regional Concept, with some reservations. In relation to the farmland principle it was felt that equitable taxation would be necessary. The flood plain principle was accepted, but it was suggested by some that it was valid only insofar as the dykes were not presently adequate.

2. Comments on the Five Broad Steps proposed for long-range implementation of the Regional Concept.

- (1) There was agreement on the extension of the Water and Sewerage and Drainage Boards at the administrative level, but with some concern over the difficulties of extending the physical plant.
- (2) There was again agreement in principle with the establishment of a Regional Parks Authority, with some concern about financing, particularly in relation to the participation of Vancouver.
- (3) Agreement with the principle of site acquisition was general, with reservation expressed as to who and how the sites would be acquired. There was concern over the rights of the individual, and the idea of a land acquisition fund was mentioned along with legislative needs.
- (4) It was agreed that a Fraser River Authority was needed, but pointed out that port and flood control authorities should be separate.
- (5) It was agreed that, in relation to effective regional planning, there was a need for the involvement of other agencies. It was felt, however, that voting control should remain with the municipalities, and that the involvement of outside agencies should be limited to the technical and financial levels.

3. There was full agreement on the Servicing Principle as a principle.

4. There was general agreement that a Regional Plan was necessary.

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At this point the discussion shifted to a consideration of the status of the Board. There was agreement that the Board must and should continue in its Regional Planning function, but there was doubt expressed over whether it could do its job properly on its present basis. One municipality mentioned it would be willing to further in-

crease its grant to the Board. A staff observer from one municipality suggested that the urban municipalities should be dropped from the Board, but this was rejected by the group. There was also concern over local autonomy expressed by a few, and a few felt that the Board should be strictly advisory.

Finally, the feeling that the discussion group had been most useful in the exchange of ideas and the appreciation of different viewpoints was expressed.

### Report of Group 3: Chairman Mr. P. M. McDonald

#### 1. Do you approve the Regional Concept and the Farmland and the Flood Plain Principles as a basis for continued planning for the Region?

It was moved, seconded and carried that the concept be approved. In the discussion, there was a concern that we should see the end of the road we started on before approving the concept. A reply made to this was that the principle is the important thing at this time, not the details.

#### 2. Comments on the Five Broad Steps proposed for long-range implementation of the Regional Concept.

- (1) The suggested extension of the scope of Greater Vancouver Water and Sewerage and Drainage Districts was considered first. The experience related by Reeves Emmott and Jenewein, one Reeve of a metropolitan municipality the other the Reeve of a Valley municipality, was that under a formal agreement with the Greater Vancouver Water and Sewerage and Drainage Districts much had been achieved which was of benefit to participating municipalities -- for example, making use of borrowing power of the Boards. Another benefit was that by planning the water supply for an area covering several municipalities, savings of thousand of dollars had been achieved.

A question was asked about the advantage of such an arrangement to Chilliwack. The technical reply was that there would be no difficulty in meeting the water requirement of Chilliwack and that the Chilliwack River would be an ideal source.

- (2) With one exception, a Regional Park Authority was considered very desirable. It was felt this would represent a solution to providing the financial resources needed to improve park lands that municipalities could not afford to improve individually. It was pointed out that the Regional Parks idea was based on the very realistic concept that we should be providing adequate recreation for all the people of the Lower Mainland.

- (3) Regarding preservation of industrial sites, it was pointed out that this might be essential to keep the region competitive with other regions in attracting industry.
- (4) In relation to the proposed Fraser River Authority, there was concern about a single authoritative control over the river and its bank. It was generally agreed that the need was for the coordination, not control, of the 20 different agencies.

4 & 5. Approval in principle of the Regional Plan, and possible amendments to the Plan.

These were regarded as the most important questions. Out of the discussion came approval in principle of the need for a Regional Plan, but it was also clear that all municipalities would insist on the opportunity to recommend changes in the Plan now proposed. The need for flexibility in the Regional Plan was pointed out. This was tied in to the need to be able to review, reassess and revise the Plan as conditions change. It was pointed out that fears that the Plan would be too rigid are unfounded, and that as with any municipal zoning program, properly justified changes would be made as circumstances required.

It was moved, seconded and carried that the further steps that have to be taken in preparation of the Regional Plan (as listed on the last page of the Agenda sheet) should be followed.

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In conclusion, one expression of opinion seemed to apply to the whole discussion: that if we were interested in only our own municipalities we would not be here today. Our attendance here today indicates our recognition of the need for regional planning.

## GENERAL OBSERVATIONS ON MUNICIPAL COUNCILS'

### REACTIONS TO THE REGIONAL PLAN

In the last few weeks the staff of the Board have held a dozen meetings with councils or groups of councils. Attendance and interest have varied somewhat, being best in the fringe and rural municipalities and poorest in the urban and very small municipalities. Our reception has always been courteous and generally encouraging.

1. There is general recognition of the need to do something about intermunicipal coordination and regional planning in general. There is also a general acceptance of the ideas and principles behind the Regional Plan.
2. At the same time there is a pervasive concern with municipal autonomy and encroachment on it. This shows itself most acutely in fringe and rural areas which ask whether in the event of industries wishing to establish in the areas shown agricultural on the Regional Plan, the Regional Planning Board would prevent the establishment of that industry. There is also some concern about the fairness of "other municipalities" in dealing with "our municipality" and with their ability and sensitivity to deal with each others problems.
3. There is, especially among the most sophisticated municipalities, considerable uncertainty as to just how the Regional Plan would be applied and how it would affect municipal activities. For example, there is fairly widespread misunderstanding as to the meaning of the development areas, which are commonly mistaken for zoning patterns. The Board's staff have therefore prepared a "sample Official Plan" document in an effort to answer some of these questions.
4. There is considerable apprehension regarding the rigidity of the process laid down in the Municipal Act for the amendment of regional plans. (The "sample Official Plan" attempts to clarify our approach to this problem in the meantime. However, consideration should be given to possible changes in the Act to permit a

more flexible amendment procedure).

5. There is still a little reluctance in rural municipalities to accept the idea of restriction of the individual's freedom by the community. This is reflected in the apparent unwillingness of some of the municipalities to accept, say three acre restrictions on acreage zones and 5 - 10 acre restrictions in farm zones. It is also reflected in some municipalities' doubts as to their ability to sell the Plan to their voters.
6. There is a fairly widespread feeling that the Provincial Government departments also ought to accept the Plan, especially Highways in routing new freeways, and B. C. Hydro in choosing transmission line routes.
7. There is constant reiteration throughout the Valley on the need to review the basis of farmland assessment and taxation. This probably also reflects the relatively high cost of land prevailing throughout the region.
8. This process of presentations to councils has stressed the need for better and continued communications with the member municipalities. Where face-to-face contact has taken place, either councils have proved quite reasonable or have showed improved understanding and sympathy for the proposals. If the Board is to continue, it is quite clear that adequate provision must be made in the budget and the size of the staff to allow this to take place, otherwise the work that is done will not be fully realized.

Special things which would achieve this objective would be:

- . Regular visits to Councils, as well as use of the Technical Advisory Committee and the Municipal Staff Committee.
- . Preparation of slide and tape presentation on common types of problems.
- . A regular newsletter keeping municipalities in touch with each others' actions and techniques.





